Chapter 1: Introduction

Background

Congress created the Pacific Coastal Salmon Recovery Fund (PCSRF) in FY 2000 to address the listings of Pacific salmon[1] and steelhead populations under the Endangered Species Act (ESA), as well as the effects of the Pacific Salmon Treaty Agreement between the United States and Canada. Since program inception, an average of approximately $84 million per year has been appropriated for Washington, Oregon, Idaho, California, Alaska, and tribes to undertake salmon restoration and conservation activities in these states. The fund supports state, local, and tribal projects aimed at restoring and protecting salmon habitat critical to the various stages of the salmon life cycle (see inside front cover). The PCSRF is used not only to protect and restore salmon habitat, but also to conduct watershed assessments, plan restoration and recovery at various levels; enhance salmon populations; provide salmon education and technical assistance for constituencies; and conduct research, monitoring, and evaluation efforts. The National Oceanic and Atmospheric Administration (NOAA) National Marine Fisheries Service (NMFS) administers the PCSRF and distributes the Congressional appropriations to the states and tribes in the Pacific Coast Region. The Congressional appropriations for FY 2000-2006 are displayed in Exhibit 1-1.

Salmon Restoration and Conservation

Both human and natural factors have contributed to the decline of Pacific salmon over the past century. Activities such as urban development, logging, grazing, hydropower, and agriculture have altered important spawning and rearing habitat. Past harvest and hatchery practices have also affected salmon abundance and left populations more susceptible to fluctuations in the natural environment, such as changing ocean conditions, predators, droughts, fires, and floods. Many of these activities and

[1] Throughout this report, unless otherwise specified, the word "salmon" is generally used to also refer to steelhead.

Exhibit 1-1: Congressional Appropriation of PCSRF Funds (in millions)

	FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006
Washington	$18.0	$30.2	$34.0	$27.8	$26.0	$24.6	$24.7
Alaska	$14.0	$19.5	$27.0	$21.9	$20.6	$23.2	$21.7
California	$9.0	$15.1	$17.0	$13.9	$13.0	$12.8	$6.4
Oregon	$9.0	$15.1	$17.0	$13.9	$13.0	$12.8	$6.4
Idaho	•	•	•	•	$4.9	$4.4	$2.2
Pacific Coastal Tribes	$6.0	$7.4	$11.0	$8.9	$8.4	$7.9	$3.9
Columbia River Tribes	$2.0	$2.5	$4.0	$3.0	$3.1	$2.5	$1.2
Total	$58.0	$89.8	$110.0	$89.4	$89.0	$88.2	$66.5

Note: PCSRF authorizations and appropriations have been provided by Congress in Public Law 109-108 (FY 2006), Public Law 108-447 (FY 2005), Public Law 108-199 (FY 2004), and Public Law 106-553 (FY 2001) which authorized funds through FY 2003.

conditions continue to threaten salmon and their habitat, even as programs such as the PCSRF seek to restore endangered and threatened salmon and protect other salmon populations from the threat of extinction.

Pacific salmon and steelhead are anadromous fish, meaning they spawn and rear in freshwater and spend their adult life in the open ocean. The habitat required by Pacific salmon through various life-stages includes the inland watersheds of rivers and streams leading to the sea, coastal estuaries and wetlands, and the Pacific Ocean. At the end of their life cycle, salmon return to spawn in their birth stream, thus isolating them into genetically distinct populations that have evolved over time based on geography and other factors. These individual populations are grouped into Evolutionarily Significant Units (ESUs) for salmon and Distinct Population Segments (DPSs) for steelhead that represent distinct genetic stocks. There are 37 salmon ESUs and 15 steelhead DPSs (52 total) within the Pacific Coast region (not including Alaska). Of these, 16 ESUs and 10 DPSs are listed as threatened or endangered under the ESA. The ESUs and DPSs are organized into seven recovery domains discussed in more detail in Chapter 3. A map showing the recovery domains and ESA-listed ESUs/DPSs can be found on the inside back cover of this Report.

A major PCSRF program objective is to contribute to the ongoing salmon recovery and conservation efforts, and salmon habitat restoration efforts throughout the region. The program actively funds and supports projects aimed at protecting and restoring habitat critical to salmon productivity and viability, removing barriers to salmon migration, and ensuring healthy populations are maintained. The overarching goals of the multitude of projects enacted through the PCSRF are to prevent extinction and improve the status of ESA-listed species and ensure the overall sustainability of salmon.

The PCSRF watershed assessments and recovery planning efforts identify key factors that limit salmon recovery (limiting factors) for each ESU and DPS. These efforts result in the prioritization of recovery actions based on those limiting factors. The PCSRF supports projects that monitor the health and status of watersheds and salmon stocks, providing information needed to evaluate whether habitat restoration projects and recovery actions are appropriate and effective. The use of the PCSRF to fund the highest priority salmon restoration and conservation needs is critical. Additionally, continuously tracking the results of the PCSRF investments helps promote wise use of the PCSRF.

PCSRF Performance Goals and Measures

Over the past several years, NMFS and its state and tribal partners have worked together to identify short-, mid-, and long-term goals and performance indicators that can be used to assess progress toward restoration and conservation of Pacific salmon and steelhead populations. The activities to assess progress and the performance goals and indicators are found in the *Pacific Coastal Salmon Recovery Fund Performance Goals, Measures and Reporting Framework* (Framework) at http://www.nwr.noaa.gov/Salmon-Recovery-Planning/PCSRF/upload/PCSRF-Perf-Framework.pdf. The goals of the PCSRF as outlined in the Framework are as follows:

Short-Term

» Enhance the availability and quality of habitat
» Improve management practices
» Address major habitat limiting factors for ESA-listed salmon and steelhead

Mid-Term

» Maintain healthy salmon populations
» Improve the status of ESA-listed salmon

Long-Term

» Ensure overall sustainability of naturally spawning Pacific salmon

The Framework developed by NMFS and the states and tribes provides an evolving mechanism to track progress. Development of the indicators in the Framework focuses on the specific investments being made with the PCSRF for salmon restoration and conservation. In developing the Framework, NMFS and its partners recognize that other variables can affect salmon recovery, including biological constraints inherent in the salmon life cycle and factors such as climate and ocean conditions. Exhibit 1-2 depicts an overview of the Framework, showing the structure of "inputs" into the program (e.g., funding, in-kind contributions), "outputs" (e.g., number of projects, number of acres/miles treated), and "outcomes" (e.g., improved habitat, increased fish populations). In this Report, performance based on the PCSRF is tracked at different spatial scales—Pacific Coast region-wide, recov-

Exhibit 1-2: Performance Reporting Framework

			PCSRF Goals (Outcomes)		
Inputs	Reporting Categories	Outputs	Short-Term (<5 years)	Mid-Term (5-15 years)	Long-Term (>15 years)
PCSRF funding to state and tribal governments through grants and contracts State direct match resources State, tribal, and other indirect contributions	» Habitat restoration » Habitat protections » Habitat access » Water quality » Water quantity » Hatcheries/enhancement » Harvest management » Watershed/species planning and assessment » Recovery plan development and implementation » Research, monitoring, and evaluation » Outreach, education, and technical assistance	» Instream habitat projects completed » Wetland habitat projects completed » Estuarine habitat projects completed » Land acquisition projects completed » Riparian habitat projects completed » Upland habitat projects completed » Fish passage projects completed » Hatchery/enhancement projects completed » Watershed planning and assessment projects completed » Research, monitoring, and evaluation projects completed	Enhanced availability and quality of habitat Improved management practices Major habitat limiting factors addressed for ESA-listed salmon	Improved status of ESA-listed salmon (naturally spawning populations increased) Maintained healthy salmon populations	Overall sustainability of Pacific salmon

ery domain, and state and tribal levels. The indicators reported provide measures of progress relative to outputs and outcomes and are further identified and discussed in the following sections and chapters of this Report.

Distribution of Funding for Salmon Restoration and Conservation

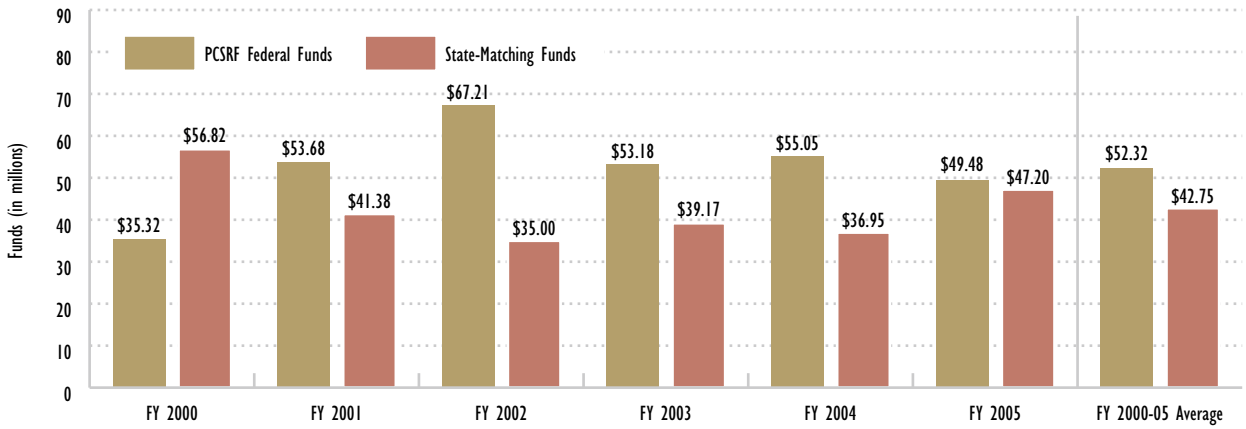
The Congressionally appropriated PCSRF federal funds are distributed by NMFS to the states and tribes, who subsequently manage and distribute the funds to various entities conducting projects that address the PCSRF goals outlined in the Framework. The PCSRF federal funds are awarded to the states and tribes as appropriations become available. States and tribes must submit grant applications to NMFS each year, and those grant awards are followed by state and tribal processes for screening and selecting priority projects and distributing the funds. NMFS has established Memoranda of Understanding (MOUs) with the states of Washington, Oregon, California, Alaska, and Idaho as well as three tribal commissions.[2] The MOUs establish criteria and processes for funding priority projects.

In addition to PCSRF federal funds, most states provide funds to match the PCSRF distributions through their grant distribution processes. Tribes are not required to provide matching funds. The federal and state matching funds are, in turn, supplemented by private and local contributions at the project level, including additional resources, volunteer time, and other in-kind donations. These local contributions are important to the success of the PCSRF, but are often difficult to quantify.

Exhibit 1-3 displays the total amounts of PCSRF federal and state-matching funds committed for salmon recovery (not including local and sponsor match) by fiscal year. Idaho was added to the program in 2004. The average of the state-match funds committed for California, Idaho,

[2] The Northwest Indian Fisheries Commission (NWIFC) on behalf of 20 western Washington treaty tribes, the Klamath River Inter-Tribal Fish and Water Commission (KRITFWC) on behalf of the four Klamath River basin tribes, and the Columbia River Inter-Tribal Fish Commission (CRITFC) on behalf of four Columbia River basin treaty tribes. This Report refers to the first two Tribal commissions as "Pacific Coastal" tribes.

Exhibit 1-3: PCSRF Federal and State-Matching Funds Committed for Salmon Recovery in Washington, Oregon, California, and Idaho in FY 2000-2005*



* FY 2004 and 2005 include Idaho.

Oregon, and Washington over the six years is approximately 82 percent of the PCSRF funds committed.

The states of Washington, Oregon, California, Idaho, and Alaska each conduct a competitive process to award their non-earmarked funds. Because of competitive funding cycles, many of the PCSRF federal funds are committed to projects in the year following the availability of appropriations. As of this Report, only 15 percent of FY 2006 funds have been committed to projects. Some projects are funded for operations over several years, and completion of projects may be affected by construction windows, the seasonal nature of salmon-related work, and processes required for issuing contracts and securing permits. Each state has a different process, but most include rigorous reviews of the scientific and technical merit of proposals and incorporate public and stakeholder input.

Mechanisms are in place to ensure that selected projects include measures of performance as outlined in the Framework to track accountability in the use of public funds. Evaluating progress toward the PCSRF goals of improved habitat and sustainable salmon populations requires multiple years of monitoring after project implementation. The PCSRF grantees are required to allocate 10 percent of their funding from PCSRF for monitoring and evaluation. Since the FY 2002 funding cycle, NMFS has required the PCSRF grantees to report information and metrics on project activities to a uniform database using a consistent set of performance indicators (see http://webapps.nwfsc.noaa.gov/pcsrf) as currently described in the Framework. This database is the source of information used to track progress toward the PCSRF goals.

Report Organization

The chapters of this Report highlight and discuss PCSRF activities, performance, and progress toward Pacific salmon recovery at different scales. Chapter 2 summarizes region-wide progress toward the PCSRF goals and program performance. Chapter 3 displays the most current information available about the status of ESA-listed salmon populations in California, Idaho, Oregon, and Washington and highlights progress toward the goals by ESU/DPS and recovery domains. Chapter 4 highlights the individual state and tribal accomplishments achieved through the PCSRF program. Chapter 5 offers concluding remarks about the PCSRF's contributions to salmon restoration and conservation. The data included in this Report are generated from the PCSRF database and cover the time period from program inception through November 2006. The PCSRF data are routinely validated and quality checked, and may be revised as more project information becomes available. As a result, numbers and figures in this Report may differ from previous years. The data and figures presented represent an update to previous versions of the PCSRF Report to Congress.